

## GENERAL INFORMATION

Applicant:	Kimley Horn (applicant) Metro Transit (user) MOAC Mall Holdings, LLC (owner)
Location:	8100 24th Avenue South
Request:	Major Revision to the Mall of America final development plan for the Metro Transit Mall of America Transit Station renovation
Existing Land Use and Zoning:	Mall of America, Radisson Blu Hotel, JW Marriott Hotel, Phase IC office tower, surface parking, and IKEA; zoned CX-2(AR-17)(PD) High Intensity Mixed Use (Airport Runway)(Planned Development)
Surrounding Land Use and Zoning:	North – Hotels; zoned C-4 South – Hotel, restaurant, offices; zoned C-4(PD) East – Hotel, offices, surface parking lot, and vacant Airport Land; zoned LX, CO-2, and CS-1(AR-17) West – Cedar Avenue (Highway 77)
Comprehensive Plan Designation:	High Intensity Mixed Use

## HISTORY

City Council Action:	10/21/86 – Approved Preliminary Development Plan for Mall of America and Fantasyworld (Case 8235A-86)
City Council Action:	04/10/89 – Approved Revised Final Development for Mall of America (Case 8235A-89).
City Council Action:	05/19/03 – Approved Final Development Plan for IKEA (Case 6917B-03).
City Council Action:	10/19/06 – Approved revised Preliminary Development Plan for Phase II (Case 10730A-06).
City Council Action:	08/02/10 – Approved Final Development Plan for 14-story Radisson Blu Hotel and parking structure (Case 8235B-10).

City Council Action: 06/25/12 – Approved Major Revision to Final Development Plans for former Bloomingdales anchor store (Case 8235C-12).

City Council Action: 11/19/12 – Approved Preliminary and Final Plat for MALL OF AMERICA 8<sup>TH</sup> ADDITION. (Case 8235E-12).

City Council Action: 05/06/13 – Approved Revised Preliminary Development Plan for Phase I and Phase II Mall of America at 7900, 8000 and 8100 24<sup>th</sup> Avenue, 2000 and 2100 Killebrew Drive, and 2001, 2101, and 2251 Lindau Lane (Case 10730B-13).

City Council Action: 08/05/13 – Approved the Final Development Plan for Mall of America Phase IC, hotel and retail expansion, located at 2101 Lindau Lane and 8000 and 7900 24<sup>th</sup> Avenue (Case 8235C-13).

City Council Action: 02/24/14 – Approved a Final Development Plan for the Mall of America Phase IC office tower, located at 2101 Lindau Lane (Case 8235A-14).

City Council Action: 01/26/15 – Approved the Mall of America Master Sign Plan (Case 8235G-14).

City Council Action: 01/05/16 – Approved a major revision to the Preliminary Development Plan to expand the area included and modify the uses, design, and phasing for Phases I, II, and III of the Mall of America (Case 8235F-15).

## CHRONOLOGY

Planning Commission	08/04/16	Public hearing scheduled
City Council	08/15/16	Tentative meeting date

## DEADLINE FOR AGENCY ACTION

Application Date:	06/29/16
60 Days:	08/28/16
120 Days:	10/27/16
<b>Applicable Deadline:</b>	<b>08/28/2016</b>
Newspaper Notification:	Confirmed – (07/21/16 Sun Current – 10 day notice)
Direct Mail Notification	Confirmed – (500 foot buffer – 10 day notice)

## STAFF CONTACT

Mike Centinario  
(952) 563-8921  
mcentinario@BloomingtonMN.gov

## PROPOSAL

The applicants are proposing a major revision to the Mall of America final development plan (FDP) for the Mall of America Transit Station renovation. The stated intent of the renovation is to: improve transit bus efficiency; reduce entry times for transit buses; improve pedestrian access and station visibility from the street; improve amenities and aesthetics; and improve support facilities associated with the City of Bloomington Police substation.

These goals would be accomplished through the following improvements:

- Replace and re-orient the existing transit station with a 24,000 square foot building within the existing east side parking ramp, which would include;
  - 11,000 square feet for transit station space;
  - 3,800 square feet for a Police substation;
  - 1,600 square feet for Metro Transit driver break and storage areas;
  - 1,000 square feet of future retail space;
  - 700 square feet for public restrooms;
- Provide a direct pedestrian connection from 24<sup>th</sup> Avenue South to the MOA east Level 1 entrance through the transit station corridor and escalators;
- Establish a visual presence along 24<sup>th</sup> Avenue South by adding an exterior skin to a portion of the east parking ramp, lighting, and signage; and
- Modify access points to separate Metro Transit buses from employee and commercial vehicle traffic.

## ANALYSIS

### Land Use

The Mall of America is within the City's South Loop District. The South Loop District Plan (SLDP) specifically recommends creating a street front presence along 24<sup>th</sup> Avenue South. The plan states that transit at MOA would be improved with a highly visible and attractive street-level transit station. Further, the SLDP recommends incorporating civic spaces and/or visual landmarks at key locations. Certainly, the proposed transit station would be a key location. Further discussion regarding placemaking opportunities is provided in a following section.

### **Building and Site Design**

The transit station is proposed to have an east-west orientation between 24<sup>th</sup> Avenue South with escalator access to the Level 1 MOA east entrance. From the street, the building's proposed front setback is 32 feet (minimum is 20 feet) with two sets of double doors leading into the station lobby area. A paved walkway separates bus and LRT operations from the station building. Twenty bike racks are proposed along the paved area immediately adjacent to entrance doors along the south side of the station building.

MOA Phase III, the property east of 24<sup>th</sup> Avenue South and south of E. 82<sup>nd</sup> Street, will develop in the long term. A pedestrian bridge connection is identified in the recently revised MOA preliminary development plan. The applicant has included a conceptual location of a pedestrian bridge connecting the transit station to MOA Phase III. The applicant and MOA will continue to work on a feasibility analysis to ensure a future bridge may be accommodated. There is no Phase III development timeline, but staff includes a recommended condition that the transit station design not preclude the future implementation of a pedestrian bridge between the transit station and MOA Phase III.

Transit station building materials primarily consist of glass and metal panels. Metal panels would also skin the east parking ramp and would be vertically accentuated with LED lighting and signage. Glass is a permitted material, but the metal panels would require further review by City staff. The metal panel review ensures panels of a sufficient thickness and durable finish. The applicant is aware of the further review and would provide panel specifications prior to the issuance of a building permit.

Beyond constructing a building, the applicants are proposing a number of site enhancements that would significantly improve the customer and pedestrian experience, both within the transit station and along the street. These enhancements include: integral-color decorative concrete, perennial planting beds, 10-foot wide sidewalks, and a convenient "kiss and ride" drop-off area immediately south of the station's main entrance.

The SLDP and Creative Placemaking Plan encourage placemaking elements throughout the South Loop District. The applicant is coordinating with City Planning staff on locating South Loop District wayfinding signs, but staff has requested the applicant identify areas within and outside of the transit station where artwork, sculptural features, or other elements that contribute to the character of the District may be installed.

### **Landscaping, Screening and Lighting**

Twenty existing trees would be removed as part of the renovation project. The applicant proposes installing 28 trees along 24<sup>th</sup> Avenue where the transit station is located. In addition to planting trees, the 24<sup>th</sup> Avenue streetscape would include decorative concrete and perennial beds.

A photometric plan has not yet been prepared for the transit station, but the applicant has acknowledged City Code standards. The applicant intends on using LED fixtures that have been implemented elsewhere at MOA and stated illumination goals within the project description. A Code-complying lighting plan would be required prior to the issuance of a building permit.

### **Signage**

A greater visual presence is proposed through installing Metro Transit and MOA signage on a metal panel skin installed on the east parking ramp. MOA is zoned CX-2, Mixed-Use, which specifically prohibits signage (other than incidental and directional) on parking structures unless approved through the master sign plan process established for the South Loop District. The City Council approved a master sign plan for MOA in 2014, which would need to be amended to accommodate exterior signage along 24<sup>th</sup> Avenue.

### **Access, Circulation, and Parking**

Under current conditions, transit buses, MOA delivery vehicles, and MOA employees enter via the same location (security checkpoint on 24<sup>th</sup> Avenue). Delivery vehicles have significantly longer service times at the security check-point, which adds delay to transit buses and employees entering at the security check-point. This has made it difficult to provide consistent and reliable transit services. The project proposes a new MOA commercial/employee access on Killebrew Drive and a transit-only access on 24<sup>th</sup> Avenue. This completely separates transit bus and MOA commercial/employee vehicles entering the site which will significantly improve bus operations and reliability.

In order to reorient bus services, a number of parking stalls would be removed and relocated elsewhere on Level 0. Overall, the project would result in three additional parking stalls; functionally zero parking impact. A deviation would be required to allow the proposed employee parking areas. City Code requires 24-foot drive lanes for 90 degree parking stalls. In the employee parking lot located adjacent to Killebrew Drive, the proposed drive lanes are 22 feet. Employee parking located to the west of the LRT tracks also depicts a 22 foot drive lane, although the parking stall striping could be reduced from 19 to 18 feet, thus only requiring a 1-foot deviation. These parking areas are access-restricted and for employees only. Staff is comfortable with the minor drive aisle deviation needed to accommodate no net loss in overall parking supply.

Through past preliminary development plan reviews, a detailed shared parking analysis was conducted through a joint effort between the City and MOA, based on the shared parking methodology developed by the Urban Land Institute (ULI). That parking model is periodically calibrated to adjust to changing trends in parking behavior and transit use. The transit station is not considered a contributor to MOA parking demand, so the facility is not included as a contributor to parking demand in the model. So, although the gross building area would increase substantially, the proposed transit station does not increase the parking requirement for MOA.

**Stormwater Management**

Surcharging of the private storm sewer system and flooding of the existing transit station have been documented during a high intensity precipitation event. Surcharging and flooding are infrequent and the project is not proposing any alteration that will worsen the situation. In addition, the station elevation is being raised which has the potential to improve the situation. The owners are aware of the potential for flooding.

**Utilities**

New connections to the public sanitary sewer and watermain under 24<sup>th</sup> Avenue are proposed. Due to the underground congestion of various public and private utilities under 24<sup>th</sup> Avenue, the contractor will need to be cautious making these connections, as both of sewer and water connections are being made on the opposite side of 24<sup>th</sup> Avenue. In addition, the developer must locate all existing utilities both internal to the building and external.

**Traffic Analysis**

A traffic analysis was performed for the station, including the accesses described above including the separation of MOA and transit access. The adjacent roadway network is anticipated to accommodate the updated access locations and expected traffic into and out of the transit station.

**Transit and Transportation Demand Management (TDM):**

A TDM plan is not required for this project.

**Fire Preventions and Public Safety**

Add text here if applicable.

**Status of Enforcement Orders**

There are no open enforcement orders for the transit facility.

**FINDINGS**

**Section 21.501.03(e)(1-7) - Final Development Plans**

**(1) The proposed development is not in conflict with the Comprehensive Plan;**

- The Comprehensive Plan designation is High Intensity Mixed Use, allowing for a dense, transit-supporting mix of uses. Renovating and expanding the transit station is not in conflict with the Comprehensive Plan.
- (2) **The proposed development is not in conflict with any adopted District Plan for the area;**
- The proposed development, intended to improve the presence of transit as well as transit service within the City of Bloomington is consistent with the South Loop District Plan (SLDP).
- (3) **The proposed development is not in conflict with the approved Preliminary Development Plan for the site;**
- The Preliminary Development Plan acknowledges the Metro Transit Mall of America Transit Station, but does not include specific station characteristics. The Preliminary and Final Development Plans are consistent with each other.
- (4) **All deviations from City Code requirements are in the public interest and within the parameters allowed under the Planned Development Overlay Zoning District or have previously received variance approval;**
- All deviations affect the property are in the public interest and meet the intent of the City Code. The proposed deviations are within the parameters of the Planned Development Overlay District
- (5) **The proposed development is of sufficient size, composition, and arrangement that its construction, marketing, and operation is feasible as a complete unit without dependence upon any subsequent unit;**
- The planned development's construction and operation are feasible as a complete unit without dependence upon any subsequent unit. The transit station is intended to be complete by early 2018.
- (6) **The proposed development will not create an excessive burden on parks, schools, streets, and other public facilities and utilities which serve or are proposed to serve the planned development; and**
- Development projections within the SLDP have assisted in planning for and sizing of future infrastructure. Renovating the transit station is not anticipated to create an excessive burden on streets, other public facilities and utilities serving or proposed to serve the planned development.

**(7) The proposed development will not be injurious to the surrounding neighborhood or otherwise harm the public health, safety and welfare.**

- The planned development will not have an adverse impact on the reasonable enjoyment of neighborhood or harm public health, safety, and welfare.

**RECOMMENDATION**

Staff recommends the following motion:

In Case PL2016-120, having been able to make the required findings, I move to recommend City Council approval of a major revision to the Mall of America final development plan for the renovation of the Metro Transit Mall of America Transit Station at 8100 24<sup>th</sup> Avenue South, subject to the conditions and Code requirements attached to the staff report.